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29 November 1972

MEMORANDUM FOR: C/CCG

SUBJECT: Updated CCG Position RE CIRIS

    1. Adm. Showers has called a meeting for Friday to resume the CIRIS Study Group evaluation of the need for CIRIS. The purpose of this paper is to solicit a formal CCG position which I might present to the Study Group.

    2. We have now had one year on the community resource allocation problem. We have completed one full cycle of the program review and budget formulation, and the preparation of our formal outputs.

    3. During this process we used the CIRIS data base only infrequently. We found, generally, that our data requirements are such that the CIRIS file (as distinct from the FYDP data base that DSG also has under machine control) is not able to fulfill them, primarily because of the currency and accuracy of the information. Certain target and functional trend data was extracted from the CIRIS data base, but our requirements for this type of information are in such broad terms and at such infrequent intervals that a special data call would satisfy this requirement. In short, the CIRIS data file has been of marginal utility from our standpoint.

    4. In view of our actual experience during recent months, I have reviewed again your 21 March 1972 memo (attached) to Bronson on CCG requirements for CIRIS. I find the conclusion in paragraph 9. of that memorandum--that CCG cannot justify continuation of CIRIS--to be still valid. I would just add one critically important point, which is that CIRIS had a negative effect on our ability to get data from Defense that we really did require for the NIPM. You will recall that on 28 August, ASD(I) formally refused to give us a functional breakout of resource data because Defense had already responded to the CIRIS call. Obviously, the CIRIS data did not satisfy our needs, but the ASD(I) response was nevertheless consistent with Jim Vance's warning in the spring that we couldn't have it both ways--CIRIS and the data requirements spelled out in the CCG Operating Plan. He gave us our choice (but not both) and IC chose CIRIS.

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5. The point here is that you cannot afford to pass on
this question. CCG has two formally required outputs for which
resource data are required. No other group in IC Staff has such
a driving requirement for resource data. If CIRIS does not meet
your needs, and if in fact, it interferes with your ability to
get the data you do need, then you must strongly represent your
case to Bronson. Indeed, I see little need to continue the
Showers' study. I believe enough is known about the entire IC
task, and particularly the CCG and PEG Tasks, that a decision
on CIRIS can be made now at the senior IC staff level.

6. On the other side of the coin, I do not think we should
give up CIRIS without getting something in return. I suggest
that CIRIS be used as a bargaining chip to work out with ASD(I)
a commitment to provide us with resource data along the lines
spelled out in the 21 March memorandum and the CCG Operating
Plan.

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Attachment

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21 March 1972

MEMORANDUM FOR: D/DCI/IC

SUBJECT   : CIRIS Data Call

     1. I have reviewed the CIRIS Data Call and offer here some thoughts for your consideration in the current discussions with the ASD(I). Suggested actions are contained in paragraph 10.

     2. Over the past couple of months I have had an opportunity to become quite familiar with the CIRIS data base and the Five Year Defense Plan (FYDP) data base. I have concluded that the current FYDP data system satisfies the overwhelming part of my requirements for Defense resource information (funds and manpower). Besides containing more reporting entities, there are only two significant elements of information in CIRIS that are not in the FYDP system--target data and a functional data breakout-- and only the latter is critical to the Comptroller's needs.

     3. But first let me explain. There are two separate and distinct resource data bases which the Data Support Group has under computer control: the Five Year Defense Plan (FYDP) and data received in response to the CIRIS Data Call (hereafter called, the CIRIS data base or system). Each is discussed below.

     4. FYDP. The FYDP is the Defense Department's own system for maintaining and displaying resource data about all of its programs. (Of course, our primary interest is in Program 3.) My main point here is that FYDP data is not developed especially for the DCI but is data that Defense needs and will continue to accumulate for its own purposes. It could be, then, a free good to the DCI. As a matter of policy, then, we would appear to be money-in-the-bank if we could convince the Defense Department

that it would be in its interest either (1) to accommodate our require-
ment for a functional breakout of FYDP data or (2) to provide us
separately the functional data breakout, keyed to FYDP totals and
program elements.

5. What kinds of data and data support capability does the
FYDP system offer?

    a. Resource Data

        -- Funds (TOA)

        -- Manpower
          - Military
            Officer personnel
            Enlisted personnel

          - Civilian
            U.S. Direct Hire
            Foreign Direct Hire
            Foreign Indirect Hire

        (CIRIS provides the same data)

    b. Data Elements and Data Displays

        -- By Organization (department, agency, service)
        -- By Program Package (CCP; GDIP; SRV; etc.)
          (Can be compiled from Program Elements in FYDP)
        -- By Appropriation
          - R&D
          - Procurement
          - Military Construction
          - Investment
          - Operations and Management
          - Military Personnel
          - Operations

        (CIRIS provides a more detailed organizational
        breakdown and it has the additional data elements--
        function and target.)

    c. Currency of Data. The FYDP is always updated at
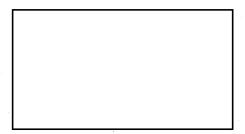least twice yearly (January and October) and often a third time (in July).

d. Depth and Updating of Information. The January 1972 FYDP, for example, will report resource information for the past year (FY 71); the current year (FY 72); the budget year (FY 73); plus four out years (FY 74-FY 77). Of course, each year the date range is advanced one year thereby providing an historical file of data on actual obligations which is essential for trend analyses. [CIRIS could do much of this but the burden would be tremendous and so far it has not been deemed worth the commotion it would cause. There is one further (primarily psychological) factor that ought to be considered here; that is, since CIRIS is not the official data base which the program managers use for management purposes, there is always a question whether the data is the most current and accurate data available.]

e. Quick Turn-around. Since the FYDP is the official expression of Defense resource allocations and decisions, every effort is made to produce it as soon as possible after program and budget decisions are made. By definition, it must be the first official data available for use--because all other data and data displays are derived from it.

f. Level of Reporting. The level of the reporting in the FYDP appears adequate for all programs except the CCP. For example, there are about 20 reporting entities (Program Elements) in the GDIP (an average of about $25M per reporting entity); and information on the NRP is available at the project level. However, the CCP reports in only two primary program elements-- insufficient detail for most practical purposes. The information is available in greater detail--the problem is getting it into the FYDP data base (or released to us separately if security classification is a holdup).

6. What significant support is not provided by the current FYDP system that is provided by CIRIS?

a. FYDP has no breakdown of resource data by category (mission); subcategory (function); and element (sensor/technique). This is a serious deficiency in the FYDP; the data must be acquired in some manner for the DCI. Options include: (1) negotiating with Defense to have data included as an integral part of the FYDP data base; or, preferably, (2) arranging for submission of functional pro Approved For Release 2004/06/15 : CIA-RDP86M00612R000200020001-0 In either case, it is most important to note that the "add-ons" become a burden chargeable to the DCI. (CIRIS does have a functional breakout.)

b. <u>FYDP has no geographic target breakout.</u> This is not a critical requirement for the Comptroller function. It has not been demonstrated that targeting of <u>aggregate resources</u> serves a useful programming, budgeting or analytical purpose. It is true that one might be able to spot gross errors in the allocation of resources to targets. But how many of these cases are there in fact or which could not be addressed through financial analysis and program reviews. If there are serious redundancies and non-performers among the intelligence collectors, much more serious analysis will be required to identify and correct the situations than is possible with the CIRIS data base. Finally, on those occasions where pro forma resource data is required by target, a special request should be levied for exactly, and only, the information required for analytical purposes.

7. In summary, as it now stands, the FYDP system is able to satisfy the great bulk of the Comptroller's requirements for program- and budget-related resource data. It is, as stated earlier, essentially a <u>free good</u> to the DCI. The gain to be realized from CIRIS by duplicating in large measure, and extending somewhat, the FYDP is marginal and the cost to the DCI in terms of good will and to Defense and CIA may be considerable. In any case, whether it is or is not a burden is irrelevant--Defense and CIA managers think of CIRIS as an unnecessary and avoidable burden.

8. As a matter of good management and political expediency, then, it appears more desirable for the DCI to use systems established for, and operated by, intelligence managers for their own management purposes. The fact is that Defense and CIA managers already have or are working on management information systems. The FYDP, for example, both supports the Defense resource allocation process and reflects program and resource decisions. It is based upon their accounts--the only reliable and consistent base for any sound management information system of use to a comptroller.

9. My preliminary assessment of our data requirements suggests that the FYDP with some modification to get functional information, or through supplementary arrangements with Defense, appears to be able to satisfy the Community Comptroller's require-ments. I have a difficult time justifying the burden of a separate and largely redundant CIRIS data base.

10. On the other hand, a management information system built upon the accounts and processes of all participating elements is desirable and important to the DCI's task. Hall is a new element in the equation. His needs for cross program analysis should parallel the DCI. His data base also should be founded on the accounts used by management in DoD. Disparate judgments should be minimized in spreading costs by target or function. Both DCI and Hall should understand and insist on consistent criteria.

11. This says to me that we need a joint study effort to modify and improve on CIRIS. I believe CIRIS can be simplified. I suggest adaptation of FYDP data is a good starting point. DoD/ Comptroller and ASD(I) would agree. I am convinced also that over the longer haul, as the DCI's role in the total intelligence institution increases, we should have a management system which is fully employed by all principals in their day-to-day work. A comprehensive study headed by Admiral Showers for the DCI is a good solid approach.

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